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ABSTRACT

The way a department is governed, and the relationships enjoyed by its members, provide at least part of the ground for the other activities that take place there. Discussions with members of the Political Science department reveal several recurring themes, including democratic governance, the absence of power groups, respect for differing viewpoints, and conservative approach to change. Attention is directed to other areas as well, such as: the balance between teaching and scholarship; university and community service roles; the undergraduate program serving majors and non-majors; the small, selective graduate program; centralized advising of graduates and undergraduates; and the use of media, internships, and games in instruction. (LBH)

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comment

CENTER FOR EDUCATIONAL DEVELOPMENT • UNIVERSITY OF MINNESOTA

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How a department effects change: closeup on Political Science

By the nature of the problems and projects that come to the attention of the Center for Educational Development, and thus to the pages of Comment, we may sometimes appear to be concerned only with the extraordinary aspects of development of the University's educational programs. Since the process of change within a university is primarily one of evolutionary renewal, we may seem to present a distorted image of how the faculty works to provide top quality educational programs for our students and educational leadership in Minnesota and beyond.

We have felt for some time that a good way to present a fuller picture of the change process would be to describe in detail the developing programs of one academic department of the University. It has taken us some time to choose our subject, in part because of the stringent and sometimes conflicting criteria of selection: we wanted a department whose activities spanned nearly the full range of University educational responsibility; we felt it would be more instructive—and certainly more graceful—to hold up for examination a department generally known to do its business well; and we wanted a department with sufficient justified self-confidence to be as frank about its limitations as it could be about its successes.

As these pages attest, the Department of Political Science of the College of Liberal Arts has proved an excellent setting for this look at the process and substance of change in an academic department.

Please accept this report for what it is: a snapshot of a lively department pictured in the process of doing its work. We have made no effort to praise or criticize. The warts are there if you want to find them; the strengths are obvious. We make no comparisons, directly or indirectly, with other units of the University. But we hope we have given enough detail to permit you to make whatever comparisons you wish with that other unit of the University which you know well.

James H. Wernitz, Jr., Director
Center for Educational Development

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Democracy, openness characterize department

The way a department is governed, and the relationships enjoyed by its members, provide at least part of the ground for the other activities that take place there. Discussions with members of the Political Science department (chosen for reasons noted above as the focal point for this look at how change takes place in

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an academic department) bring up several recurring themes in this regard.

• **The department is democratically governed.**

Decisions on all significant matters are discussed openly—often at great length—and voted upon at monthly department meetings, at which all members have an equal vote. Hiring, promotion, tenure, salary, curriculum content and structure, admissions, graduate student financial aids, advising, course evaluation, and more are fare for department-wide decision-making. Anyone may bring up a topic or offer an opinion, and it is generally agreed that no one is deferred to, no one ignored. "If someone knows more about a question than the rest of us, we'll listen," said one faculty member, "but our opinions all count equally."

The chairman is elected to a three-year term. Although a second term is possible, few choose to accept it. The chairman makes teaching assignments ("the worst job," says current chairman Thomas Scott), and handles other administrative details. But the power that goes with the job is generally described as "one vote."

No single 'department'

Faculty member William Flanigan says one cannot really define "the department," that it is really many departments: one that offers an excellent graduate program, one that teaches undergraduates, one that is a national scholarly resource, one that governs its own affairs, and one that is a common ground for many people who are integrated in a variety of ways into the community.

Committees play an active role in the department. Especially important are those concerned with the graduate and undergraduate instructional programs. A director of graduate studies, appointed for a two-year term, heads the graduate work committee which includes two additional faculty members and two graduate students. A director of undergraduate studies, appointed on a similar basis, chairs the undergraduate work committee consisting of three additional faculty, two students, and the director of the department honors program.

Other committees include the merit advisory committee, which consists of one member of each rank elected by his or her peers and makes all merit salary increase recommendations, a recruitment committee when needed, and various ad hoc com-

'Good leadership, cooperation'

"We have been blessed with good chairmen, with good leadership," says department member John Turner. In turn, he adds, there has been good cooperation on the part of faculty members with department leaders and with one another.

mittees. Policy recommendations from committees are always subject to department discussion and approval.

Faculty members agree that the democratic, participatory approach is a good one for the department, though it requires that a great deal of time be spent in meetings and even then does not guarantee good decisions. Faculty member Robert Eye-stone voiced an opinion expressed by others when he said the process leads to genuine collegiality. He noted that the effect is particularly obvious at such times as when senior faculty vote to hold down their own salary increases to make possible larger increases for junior faculty. "A decision like that couldn't be made by the chairman with the same results."

• **There are no cliques or power groups.** With decisions made openly, department members say, there is no room for behind-the-scenes intrigue. There are also no groups which band together to vote jointly on any range of issues.

Contributing to this atmosphere may be what department members see as a healthy disregard for the privileges of rank. Opinions of senior faculty members, it is said, carry no more weight at department meetings than those of the newest recruits. Further, the best teaching assignments do not go automatically to those who have been around longest. To the contrary, all faculty members teach both at the graduate and undergraduate levels, all are given as much choice as possible in the courses they will teach (within their fields of expertise), and no one can stake a permanent claim to a particular course.

Finally, the department is highly selective in its hiring, accepting only those judged to have the potential to earn promotions and tenure. This policy has tended to reduce turnover and is intended to increase the new person's sense of membership in the department.

• **It is a young department.** The department underwent a major turnover during the late 1950's,

Individual efforts recognized

Three members of the Political Science department have received the Distinguished Teacher Award sponsored by the College of Liberal Arts: Harold Chase, Earl Shaw, and Mulford Sibley. John Turner last year was named a Regents' Professor.

losing a number of senior faculty through retirement and resignation. In the words of John Turner, now one of the three most senior department members, the rebuilding job was done "carefully, and, I think, fruitfully." Of the department's twenty-seven regular, full-time members, one is an instructor, ten are assistant professors, six associate professors, and ten professors. The median age of department members is thirty-six years.

It might be noted here that of the regular fulltime people, two are women and one a black male. Other women have filled both regular and temporary positions in the department. "I don't know how we compare with other departments," Scott said. "I do know that there are not many women or people of racial minorities in political science in general." He said a recent study showed very few women in senior positions in Ph.D.-granting political science departments, although there are proportionally more at lower ranks. This shortage begins at the undergraduate level. Of the political science majors registered in fall, 1974, 74 per cent were males, compared with 53 per cent of all CLA students. As students proceed toward their senior year, the proportion of males to females increases.

• **Differing viewpoints are respected.** Department members often stress that whatever differences they may have among themselves do not affect the functioning of the department. They say that divergent viewpoints are tolerated and even welcomed. They usually add, however—sometimes a little apologetically—that when it comes to political outlooks there is more convergence than divergence. Like the political science discipline in general, the department overwhelmingly represents liberal-to-moderate views. Despite this, or perhaps because of it, faculty members generally don't talk politics among themselves anyway.

• **The department is getting too big.** Those who have been with the department more than about five years say they remember when the entire faculty socialized as a group. Now, with nearly thirty mem-

bers, socializing is necessarily done in smaller clusters. Some of the unity, the collegiality, they say, is gone.

• **The department is conservative in its approach to change.** The word "innovation" brings genuine skepticism from some department members, who associate the term with free-style programs and soft standards. "We favor systematic, academic, old-fashioned learning," said one. "We don't like change for the sake of change," said another.

"I think we try not to become self-satisfied," said another faculty member, "but there is always a temptation to become that way, to do something the same way again because it worked in the past. I think we should look at ourselves from time to time and really evaluate what we are doing, what we could be doing better."

Said still another, "I think we change more than we admit, more than we know. We can revise an entire course without changing the title, and no one knows anything has changed. On the other hand, there are ways we don't change as much as we should. We completely rethink our graduate program every three years. We review our undergraduate program every five years but never change it. Surely it can't be all that good."

Balance sought between teaching, scholarship

The Political Science department tries to effect a balance in the way it values scholarly research and teaching, and the outstanding people in the department typify that balance, in the opinion of department chairman Scott. The stress on balance stems in large part from the belief that effective teaching and research are mutually enhancing.

Balance rewarded. The department is known nationally for research in some areas. Many of its members are active in governance of the University or in various off-campus governmental and political activities. Yet teaching remains a priority and many of those most noted for scholarly and service activities are also respected within the department for their teaching ability.

The most direct way in which the department encourages this balance has been through the criteria used in making salary, promotion, and tenure decisions. Scott said that when other departments and institutions were still relying almost solely on research activities as a basis for personnel decisions,

ions, the Political Science department was considering teaching performance as well. By 1971, when University departments were being urged to establish formal teaching evaluation procedures to aid in such decisions, the Political Science department was already doing so.

On the other hand, teaching alone is not enough. "The department also insists on some kind of regular evidence of scholarship," Scott said. Some flexibility is allowed; people proceed at various paces and it is understood that a person consistently outstanding in one area may not meet the same high standards in the other. Says Scott, "I think we have achieved an honest-to-goodness balance (between teaching and research) in terms of evaluating our colleagues."

Scholarly research. The word "balance," used to describe the sought-after relationship between teaching and research, is again heard with reference to the quality of scholarship among department members. The department has sought to develop an overall high quality, rather than to specialize in any area at the expense of others. While some areas enjoy a greater reputation for scholarship than others, several department members attribute that largely to the greater proportion of senior people in those areas, who by their longer careers have brought visibility to the program.

One very strong area is that of public law, a specialty of Harold Chase, Samuel Krislov, and Frank Sorauf, who is also known as a scholar of political parties. Mulford Sibley is well known for his contributions to the study of political philosophy. Robert Holt and John Turner have achieved solid reputations in the study of comparative government. While these people stand out, the consensus is that the department as a whole enjoys a well-deserved high scholarly reputation.

The overall strength of the program is shown by the American Council on Education's most recent survey (now five years old) of political science departments which offer graduate degrees. Faculty members of 120 such departments ranked Minnesota tenth in both quality of faculty and quality of program.

Student evaluations. When personnel decisions rest upon collective judgments about a person's teaching and research, it is necessary to have systematic and reliable information upon which to base those judgments. Publications resulting from research are available to be read, but teaching, particularly at the undergraduate level, produces no such ready sources of information.

The Political Science department had wrestled with this problem for some time. Information about

teaching was sought from many sources, some admittedly less reliable than others. Among them were course enrollment levels (which may be influenced by many factors other than an individual's teaching effectiveness), classroom visitations (a tense procedure at best, and not guaranteed to produce reliable information), and hearsay.

About five years ago, the department began to use student evaluations; it was the first University department to require the use of such evaluations for all undergraduate courses each quarter. A two-page questionnaire, developed by an ad hoc department committee with input and final approval from the department as a whole, elicits student reactions to texts and other instructional media, examinations, and other elements of the course as well as the instructor's teaching techniques. Questionnaires are machine processed and summary scores go into each instructor's file for use in personnel decisions. Copies of the summary scores plus the actual questionnaires go to faculty members so they may review responses to open-ended questions. Scott said faculty members take the evaluations seriously, using the information both in planning courses and in evaluating their teaching styles.

Although more information is generally available by which to evaluate teaching at the graduate level, a questionnaire is being developed by the department for use in graduate seminars beginning next year.

Scott said the one remaining problem is to understand what it really means when a faculty member scores below the norm. Student evaluations tend to reflect personality, dramatic flair, or ability to perform dynamically before a large group, qualities not necessarily synonymous with teaching

'Senior faculty teaching well'

"Within the constraints of being a highly regarded scholarly department, this department is very serious about teaching," comments Charles Walcott. "I can think of cases in which teaching has been an important consideration either in hiring people who looked exceptional, or not hiring people who looked like they couldn't do it. . . .

"In some departments, new faculty try to make their mark by concentrating on teaching while the senior faculty tend to their research. In this department, the senior faculty members are teaching about as well as any group of people possibly can. It's tough to star in that league."

effectiveness. A person who receives low scores on student evaluations of a large introductory course may be an effective teacher in another setting.

Commitment to teaching. Faculty point to other practices as further evidence of the department's commitment to teaching, and in particular to extending quality education to undergraduates. For example, department members do not teach only at the undergraduate level, or only at the graduate level. Some may teach fewer introductory courses because their teaching style does not adapt well, but "the department tries to insist that all regular faculty teach at all levels," said Scott.

In addition, graduate students are not given major responsibility for regular undergraduate courses. "It may be good training for the graduate students," Scott said, "but it is not necessarily good for the undergraduates."

University, community service role important

Involvement in activities beyond the confines of the department itself is a very significant aspect of the role of Political Science department members. While much of this involvement comes under the rubric of service to the University and the larger community, much of it overlaps with the teaching and research functions.

Community service. Many department members serve as members of or consultants to community organizations or governmental units, usually at the local or state level. To list but a few examples, Thomas Scott was until recently on the board of the state League of Municipalities, Samuel Krislov serves on the Minnesota Commission on Judicial Standards, Roger Benjamin helped organize the staff of the Governor's Crime Commission (a former department member is now executive director), Robert Riggs is mayor of Golden Valley and last fall ran unsuccessfully for Congress, Charles Backstrom served several years on the board of the Citizens League. Backstrom also has been instrumental in developing Rapid Analysis Fiscal Tool (RAFT), a complex computer aid to fiscal planning developed with the support of the Citizens League, Ford Foundation, and legislature. RAFT is now under the auspices of the University's Center for Urban and Regional Affairs.

(As an example of how service, teaching, and research activities overlap, Backstrom notes that his work on RAFT has provided material for his

teaching; at the same time, questions generated by students have prompted research projects. A member of the governor's bipartisan reapportionment commission in 1964 and 1965, he developed a computer data analysis program which he then used for an undergraduate research seminar and has written an article on the measurement of gerrymandering. An election specialist, he was asked to help on the Minnesota gubernatorial recount several years ago and as a result co-authored a book on recount problems.)

Members of the department often are asked to testify before the legislature; occasionally, different members testify on different sides of an issue. Several department members serve with national associations and government agencies, often on education-related projects.

Department members separate the contributions made to community and governmental operations, which grow out of their professional expertise, from their participation in party politics. Those who are active in partisan politics, they say, would be doing that whether or not they were political scientists. Pointing out that most of their professional interests are quite removed from day-to-day political issues, William Flanagan commented, "It doesn't really add any expertise to a campaign if one of us pounds in a lawn sign."

Citizen education. The department has no formal continuing education program, but many of its members teach classes through the University's Extension division and many speak extensively before various community groups. Some specialize in one or two interest areas, others address a variety of topics. Mulford Sibley and John Turner are considered by their colleagues to be among the more versatile, appearing before a wide spectrum of audiences to discuss a wide spectrum of subjects. During the height of interest in the Vietnam war, groups often would invite Harold Chase, a general in the Marine Corps Reserve, to speak on one side of the issue, and pacifist Sibley on the other.

Activities within the discipline. Interaction runs high between department members and their colleagues in other institutions, both on an informal basis and through state, regional, and national disciplinary associations. Faculty members are often asked to speak, consult, serve on evaluation teams and the like at other institutions. Several have been active in projects sponsored by the American Political Science Association (APSA). Former faculty member Sheilah Koeppen, one of those most active in education-related association activities when she was with the department, left this year to head the staff of APSA's new education division,

which promotes improvement of political science education through publications, seminars, and other projects. Sibley and Turner both serve on the board of APSA; Harvard is the only other institution to have two members on that body.

Krislov is president-elect of the Midwest Political Science Association; Sorauf is a former president. An association of political science teachers from Minnesota colleges and universities was formed several years ago primarily through the efforts of University department members, who continue to participate in the group's annual conferences on education-related topics. The University has been the site of two summer institutes sponsored by the National Science Foundation, one on public policy analysis for educators from around the country, the other for political science teachers from Minnesota.

The department soon will be home to three political science journals. *Teaching Political Science* is edited by Krislov, with assistance from Charles Walcott. Beginning next winter, W. Phillips Shively will edit the *American Journal of Political Science*, and joining the department will be a new member, John Sullivan, who edits a research methods journal, *Political Methodology*.

Interdisciplinary concerns. Department members work in many ways to integrate their discipline with others. Several teach in other departments or interdisciplinary programs at the University. Terrence Hopmann is associate director of the Harold Scott Quigley Center for International Studies. Sibley teaches in American Studies. Since the department does not, as some political science units, organize itself around geographic areas, its members who are interested in particular areas often combine efforts with other departments. Robert Kvavik, for example, participates in the University's Scandinavian program.

Several of the department's international relations courses are included in a sequence coordinated by the World Order Studies program, a project of the Center for International Studies. The introductory American Government course is part of a CLA cross-disciplinary sequence, Varieties of American Experience.

A major interdisciplinary effort is the Center for Comparative Studies in Technological Development and Social Change, directed by Robert Holt. The center was established in 1967 to develop multidisciplinary approaches to the study of technological development and social change. Social scientists, engineers, agricultural experts, educators, and others from within and outside the University have sought through continuing seminars and through research projects in many parts of the

world to develop and use workable common problem-solving approaches. A department colleague terms Holt's activities with the center "a significant contribution to the University and to intellectual development in general."

University administration. The department has contributed a number of its members to the University in administrative capacities. Harold Chase recently served as acting vice president for academic administration. Frank Sorauf is CLA dean. Last year Krislov chaired the Senate Consultative committee and Flanagan the Senate Committee on Resources and Planning. Many others serve in less visible University and college administrative functions. And although they have not taught in the department, University president C. Peter Magrath and former president Malcolm Moos, both political scientists, were extended membership in the department.

Department members said they have heard resentment expressed at the number of University leadership positions held by their colleagues. They said no departmental effort is made to get its people into such positions, and termed coincidental the fact that several people held highly visible positions concurrently. Pointed out Scott, "People in political science may have a natural affinity for governance in the broad sense, an interest in the way things operate." Adds Turner, the range of activities of department members "shows the department is not ingrown... it is willing to perform important kinds of services beyond the confines of its own offices—for the profession, for the local community, and for other units in the University."

The undergraduate program: serving majors, non-majors

The department's undergraduate program is designed primarily for its own majors, although its courses are taken by large numbers of students from other departments as well. Introductory courses give a broad view of the discipline. Upper division courses are grouped into six specialties: political theory, comparative government and politics, international relations, politics and behavior, American governmental systems and processes, and public law. A political science major must take courses in at least three of the six.

Enrollment. Five hundred twelve undergraduates registered as majors in Political Science in fall, 1974, giving it the fifth largest enrollment in CLA.

Both the number of majors and total course enrollment have declined only slightly after an abrupt 17 per cent drop in 1971-72. That drop coincided with the creation of new programs in CLA including the Urban Studies program and the Bachelor of Elected Studies. If student interest in political and social issues has generally risen during the late 1960's and early 1970's, there are also more available courses relating to such issues in departments other than Political Science.

Using information provided by the student course evaluation questionnaire, the department has begun to study who enrolls in its courses and why. It was found, for example, that fewer than ten per cent of the students in the department's introductory courses are political science majors. About half have declared majors in other CLA departments, and nearly a fifth are from departments outside CLA. Another fifth have not declared majors or did not specify when asked. (The major introductory course, Pol Sci 1-001, American Government and Politics, is among the twenty-five courses with the largest annual registration at the University.)

Upper division courses, too, are taken by students from outside the department although in smaller numbers.

Such findings are prompting questions about course content and the structure of the undergraduate curriculum, according to Robert Eyestone, director of undergraduate studies. For example, he asked, when an instructor discovers that a large percentage of students in a given course section are journalism majors fulfilling a requirement of their school, should that course be offered in a special way to meet the needs of those students?

And how well does the department's curriculum prepare its own majors for their chosen careers? The arrangement of courses into six specialized areas reflects that of the graduate program, and according to Eyestone, "implies that we are turning out students who will go on to graduate school in political science. But most of the best go on to study law, and the majority go into business careers." Few jobs specifically draw upon a baccalaureate-level political science education.

The introductory course. Two of the department's six introductory-level courses are required of political science majors: 1-001, American Government and Politics, and 1-051, Introduction to Political Analysis. Both have recently been the subject of discussion and proposed changes.

Eight sections of Pol Sci 1-051 are taught each year, with an average class size approaching 200. One of the eight sections is designated as part of the CLA cross-disciplinary sequence, Varieties of

American Experience, and next year another will be designated an honors or accelerated section, both limited to about forty students.

In an experiment this quarter, all students enrolled in the course take part in what is variously termed a "mini-seminar" or "lab section." Meeting once a week and limited to twenty students, the seminars are conducted by graduate students. Readings and discussions relate to the topic being covered by the faculty member teaching the course, who gives three lectures each week. The experiment is intended to personalize the large lecture sections and to provide some variety in learning experience and context for introductory level students. It will also provide some additional teaching experience for graduate students.

The other required course, Pol Sci 1-051, was created by combining several courses. Like other courses in the department, it has not been standardized and is subject to considerable variation as instructors change from quarter to quarter. On the recommendation of the department's undergraduate work committee, a committee of past instructors of the course has been appointed to study and make recommendations about the course's content. The undergraduate work committee also has raised again what is now an old question in the department: should the two courses indeed be considered prerequisites for other work in the department?

Upper division courses. Most of the department's upper division offerings are at the 5xxx level. Although this makes them available to graduate students of other departments, Eyestone noted that it may also discourage enrollment among undergraduates from outside the department who fear competition with the large number of graduate students they mistakenly expect in such courses. The number of graduate students enrolled is actually quite small, particularly since the department's own graduate students may not take its 5xxx level courses for credit.

Satellite courses. Students enrolled in several of the department's introductory courses may register for two-credit satellite courses, taught by graduate students on topics related to the regular course. Topics are proposed by the graduate students themselves; they have included the political philosophy of Ghandi, world population policy issues, and many other subjects. If approval is given, the would-be instructors visit the regular course during the first week of the quarter to recruit students. Enrollment is limited to fifteen. Satellite courses are usually taught by graduate students already holding appointments as teaching assistants (TA's); the course, if approved, becomes part

of the TA load. Note that the satellite courses are optional and for extra credit, while the mini-seminars or lab sections attached to Pol Sci 1-001 are considered an integral part of the course.

The '99 seminars. A three-credit seminar for upper division majors is offered regularly in each of the six undergraduate areas of specialization. (Seminar course numbers all end in 99, hence the name.) Seminars involve discussion and individual research; enrollment is limited to fifteen. Topics are proposed each year by faculty members interested in teaching them. Besides providing a seminar experience for majors, the arrangement allows the department to incorporate timely issues into its program, and to test student interest in a particular topic or to provide something of a trial run before a permanent course is instituted. Such is the case with a seminar on political behavior of women, of-

fered last quarter by Virginia Gray who will teach it as a regular course next year.

New courses. Although political issues, governments, and even countries may appear and disappear with the headlines, the study of theories, processes, and structures need not change as rapidly. Courses on urban politics and politics of ethnic communities added in the past few years do represent response to changing political realities, as does next year's course on political behavior of women. Another course has been proposed on the government and politics of Israel, which may be broadened to include all of the Middle East before it is offered. Some timely issues can be incorporated into existing courses. For example, this quarter Eye-stone will discuss aspects of energy politics in his course on American economic policy. Timely issues also may be offered as one of the '99 seminars, and

Sibley, Turner: Knowing students important to both

While certain generalities can be stated about teaching in the Political Science department, much of the flavor of that or any department lies in the individual styles of its members. Two senior Political Science faculty members, Mulford Q. Sibley and John Turner, discussed some of their ideas about, and approaches to, teaching.

Mulford Sibley

"If I could have my way, I would make the tutorial conference type of interchange one of the centers of the educational system," says Mulford Sibley. "The kind of teaching that goes on outside the classroom is as important as, if not more important than, teaching which takes place inside the classroom. The hour-long office conference is one of the most fruitful expressions of what I call teaching."

Well known among students (in part because of his seemingly constant public appearances, many of them as a proponent of pacifism), he does perhaps more individual,

conference-style teaching than anyone else in the department. He also is found in the classroom, where his undergraduate courses were drawing as many as one hundred students a few years ago (they now average sixty to eighty students).

Sibley likes to get to know his students personally. He is concerned that the bigness of the institution causes students to feel lost and isolated, which leads to lack of motivation and other problems. "I worry about all the students who drop out that we don't know anything about."

Sibley spends one-third to one-half of his time teaching outside the Political Science department, primarily in American Studies. He also teaches an experimental course dealing with psychical phenomena. In alternate years he teaches a CLA honors seminar, on topics which have ranged from great biographies to religion and politics.

He finds himself "a bit restive" with the division of universities into departments. "I don't know whether I'm really a political scientist or not, although political science has been

generous to me. Much depends on how one defines political science. I don't know exactly how I would classify myself. I'm grateful that colleagues in the department tolerate my eccentricities."

Asked whether one can teach a political science course in an objective manner, Sibley commented, "Everyone teaches from a point of view. You have to stand someplace to look at the world, you can't stand nowhere. You ought to state your position clearly so students can take it into account. Even when you present other points of view, you are interpreting the other positions from your own viewpoint. Students should know what that is."

Sibley doesn't believe that teaching is accorded its proper value at the University. Above all, he does not like what he sees as an artificial dichotomy between teaching and research. "As much research has to go into teaching as into publication," he said. "Research gives rise to teaching on the one hand and to publication on the other. But in general, publication or

a proposed lower division topics course would add still another option short of instituting a course on a permanent basis.

Credit module. The basic credit module for political science courses was increased in 1971 from three to four credits, in an effort to decrease the number of courses required each quarter for a full-time load. The change has not been an unmixed blessing. There have been some problems repackaging courses which do not fit conveniently into a four-credit module and therefore continue to be offered for three or five credits.

Students, who must juggle three-, four-, and five-credit courses in developing their schedules, sometimes find it impossible to take an appropriate combination of courses without exceeding the number of credits they are allowed in any one political science area. The undergraduate work committee

is called upon to review numerous petitions from students wishing to exceed limits by a credit or two. "We are lenient," said Eyestone. "After all, we created the problem for them."

Honors program. Political science students may enter the CLA honors program in their junior year. In addition to meeting CLA requirements, they participate in two departmental honors seminars and, regardless of the level of honors sought, must write a thesis. A committee, made up of the student's thesis advisor, two department faculty members and one from outside, conduct an oral exam covering the paper and related coursework. The committee determines the level of honors to be awarded based upon this work as well as grade point average. According to Gary Wynia, director of honors in the department, the quality of honors papers is often

the kind of research that results in publication is valued more highly than that which goes into teaching."

John Turner

The first day of class each quarter, John Turner distributes a questionnaire designed to provide information about his students: their academic background, course load, outside jobs, study habits, reasons for taking the course. Through these questions he tries to discover their strengths and interests, their apprehensions, and whether their schedules can accommodate the work he expects in his courses.

When he spots an individual having academic difficulty, Turner invites the student in for a talk. Sometimes he goes far out of his way to help: for a student with a full-time job who could study at work but couldn't get to the library reserve room, Turner supplied the books from his personal library.

When it appears that the demands of his course are too heavy for a student during a particular quarter, he advises the student to enroll again at a later time.

Turner uses the survey infor-

mation in other ways, too. For example, if he finds that many students in a course have little political science background, he will beef up the syllabus for their benefit. The questionnaire material enables him to know his students better; he is able to call most of them by name. He has been using a questionnaire for some twenty-five years, and several colleagues have picked up on the idea.

The survey and individual conferences are just part of his teaching approach, which is geared to encouraging students to reach their potential. In classroom presentations, he raises thought-provoking questions which assume that the outside reading has been done and reach beyond the factual materials. The aim is to develop students' critical abilities and help them achieve a depth of understanding about the social, economic, and political forces operating in the countries under examination.

To buttress class discussions, he offers voluntary discussion sessions, scheduling them at different times of the week to accommodate students' schedules. In a typical class of sixty, fifteen to twenty-five

students generally participate in each session.

Turner grades all papers himself, generously marking them with comments and holding a personal discussion with anyone earning a C-minus or lower at mid-term.

He informs students at the outset that his expectations are high and that his grading standards are not easy. He awards A's only for "outstanding work," and considers a C "a very respectable grade." Colleagues note that he has long opposed any practices which he believes may lead to inflated grades and a softening of academic standards at the University. Although students may like high grades, they also want those grades to be meaningful, he believes.

"We get a lot of bright, eager students at the University," he said, summing up his teaching approach. "We should help them stretch—to reach their highest level of capability. I like to help them stretch. It doesn't make me the most popular teacher around [his comment, although he earns consistently high scores on student evaluations], but I get some pretty interested and 'stretchy' students."

very high, sometimes approaching that of a master's thesis.

Participation in the honors program "somehow limits itself" to about twenty-five students per class, according to Wynia. He estimates that at any given time one-third to one-half of the department faculty members are involved in advising honors papers.

The graduate program: small and selective

The graduate program is small (average full-time enrollment is seventy-five and admissions are limited to about twenty each year) and selective (one in fifteen applicants is accepted).

According to William Flanigan, director of graduate studies, applications for graduate school in political science are down in general, evidently because job opportunities for people with advanced degrees in political science are down. The best applicants are as good as ever, he said. But there is some fear that a continuing decline in total applications may decrease the pool of top candidates and increase competition for those candidates on the part of institutions.

A Ford Foundation grant of \$300,000 received in 1968 has been used almost entirely for graduate student support, enabling the department to recruit four or five top graduate students each year. The grant was one of several awarded by the foundation to departments judged to be at a "takeoff" stage, ready to effect maximum impact with the use of a large sum of new money. The grant is now nearly exhausted, and Scott said the department is looking to the Bush fellowships newly available through the Graduate School as a well-timed, though partial, source of replacement funds.

Generalist approach. The primary thrust of the graduate program is to provide a broad and balanced political science education. Its courses are organized into the same six fields used by the undergraduate program (see page 6). Students are expected to study in a variety of fields at first, and to specialize only later.

All-seminar format. All work within the department is taken in graduate seminars; students may not take the department's 5xxx level courses for credit. The all-seminar format has been in use about ten years.

Preparation for teaching. Since most graduate students will pursue academic careers, and since many institutions today place greater emphasis on

teaching ability, all advanced graduate students are required to take a seminar on teaching political science. As offered for the first time this year, the course included several elements:

course design, for which students developed syllabi for existing and proposed courses;

teaching methods, for which lectures of various faculty members were videotaped, and the contrast in styles discussed;

special classroom techniques, for which faculty members explained use of media, simulation/gaming, and other innovative approaches; and

philosophical issues involved in teaching political science, for which instructor Gary Wynia invited other faculty members to join the class each week. Spirited discussions centered on such questions as whether a faculty member can or should attempt to be neutral in presenting subject matter, and how the discipline's responsibility in the education of citizens measures against its commitment to scholarly research.

Each student also was required to present one lecture in an actual course within the department and to videotape that lecture for evaluation by the student and a faculty member of the student's choice. Review by a single faculty member was chosen in an attempt to minimize the pressure on the student. Even so, a number of those who took the course fall quarter are still putting off their tapings. Wynia said students in the course became much more concerned with matters of style and presentation than he had anticipated.

(He added that faculty members whose lectures were taped and discussed in the seminar also learned from the experience, and thinks more should make use of the self-evaluation taping technique.)

The course will not train students to be good teachers, Wynia said. Rather, it will give them some awareness of issues, techniques, and tools involved in teaching. It is up to students, he said, to use this

Top students 'ensure excellence'

"There has always been an undercurrent of belief in the department that the best way to ensure excellence is, first, to get the best possible graduate students," according to William Flanigan. Top students can be recruited with more immediacy than top faculty; in addition, they bring out the best in good faculty members and drive out poor ones. It is also important to provide the best possible educational setting, to establish institutional practices which make things happen for both students and faculty, he said.

background in the lifelong process of learning to teach.

At the same time, he thinks the course may have given more legitimacy to a concern for teaching within the graduate program. "Students have known that the way to impress faculty generally is to discuss research," he said. "This gives them a context and an opportunity to discuss teaching." He added that the job market for graduates now seems to demand more interest in and preparation for teaching, but graduate programs have not generally responded to this demand.

Opportunities for actual teaching experience in the department are limited, since graduate students are not assigned to teach undergraduate courses on a regular basis. Most have an opportunity to serve as teaching assistants, but one faculty member commented that because actual teaching duties are limited, the job is probably of more value as a source of income than of teaching experience. Some teaching opportunities are afforded by the satellite courses offered in conjunction with some introductory courses and the experimental miniseminars being offered with the introductory American government and politics course, as described on page 7.

Placement. Of the fifteen students graduating this year, the department will do well to place ten in academic jobs, said placement director Charles Walcott, adding, "we try very hard to place our graduates." Walcott said that nationally, two-thirds of graduates with the Ph.D. were placed, while fewer than half who had not completed the thesis were placed. With Ph.D., women are hired about equally with men; without it, women are hired more often than men.

Most political science graduates are looking for academic jobs, Walcott said. "In the old days, you could call a friend at another institution and say 'I have just the person for you.'" Now there are fewer jobs and a more open system of advertising them, which means that each attracts literally hundreds of applicants. The APSA newsletter carries virtually all academic openings and may also begin to list non-academic jobs.

Walcott said students are "pretty well being told what the world is like" before they enter graduate school. Even so, many who are there already cannot reasonably expect to get teaching jobs. "The few really sharp ones will do okay, but the more average students will have trouble."

Special M.A. program. A master's program has been instituted for high school teachers, journalists, and others who want a broad background without

either the specialization required in the regular program or the scholarly concerns of the traditional seminar. The plan is in its first official year and has only three students currently enrolled. Flanigan said it appears that many people have difficulty combining such a program with work and other responsibilities.

Grad, undergrad advising centralized for consistency

Advising of both graduate and undergraduate students has been centralized for a number of years.

Graduate advising. All first-year graduate students (about twenty each year) are advised by the director of graduate studies, who continues to sign all major forms and documents even after students have individual advisors. The arrangement is designed to ensure greater consistency in procedures and requirements, and may prevent incoming students from flocking to a very few faculty members.

Undergraduate advising. The department's 512 undergraduates are advised by a part-time advisor through the office of the director of undergraduate studies. Sue Matarese, a graduate student, has served as undergraduate advisor since July, 1974. Most of the students she sees are sophomores making the required visit to declare their major. At that time she explains departmental course requirements and gives them other information about the department.

Matarese can provide information on special learning opportunities such as field research, internships, independent study, or the honors program, and can refer students to faculty members with compatible interests who might serve as advisors for such work. She is building a file of graduate programs available in various political science specialties at other major universities and compiling a booklet of information about the department for student use.

The office is improving its ability to advise students on preparation for specific careers or further schooling. As part of this effort, lists have been developed of courses which are recommended, though not required, for students planning for law, foreign service, governmental, and other careers.

The centralized advising system was instituted only after several attempts to educate faculty members about departmental and collegiate requirements and other technical matters proved unsuc-

cessful. Surveys show that some students do not understand the centralized system and some are not even aware that it exists. Some complain that they do not see faculty members enough.

"I stress to students that my role as advisor should not prevent them from developing close ties with faculty members," Matarese said. "Those relationships are part of the intellectual growth and personal experience that is college." She says faculty members have responded favorably to requests to advise individual student efforts, perhaps in part because they have been freed from handling routine advising matters.

The undergraduate advising office works closely with the Undergraduate Political Science Association, a student organization which suggested many of the services now being provided. The association itself provides some informal peer advising and is compiling a list of faculty research interests and hobbies.

Media, internships, games figure in instruction

A number of teaching techniques used in the department deserve particular attention.

- **Simulation/gaming.** Structured make-believe provides a kind of first-hand experience with political phenomena for students in a half-dozen courses who participate in political simulations and games. While the terms are sometimes used interchangeably, games are generally simple role-playing experiences in which the student learns what it is like to be in a particular situation. Simulations, used more often, are more structured exercises, with rules governing actions and their outcomes.

While simulations and games are available commercially, most of those used in the department have been developed by its own members. Currently in use:

- **Arms negotiation**—students represent a variety of mythical nations taking part in arms control negotiations, their actions governed by instructions from the home country and affected by wars, peace agreements, and natural disasters. The simulation is used by Walcott and Terrence Hopmann in connection with a course in bargaining and negotiation.

- **International relations**—students of Hopmann, Brian Job, and Walcott learn dynamics of international relations not by participating in a simulation but by taking one apart and redesigning it.

Public policy—Virginia Gray assigns a simulation developed by Walcott, former faculty member Sheilah Koeppen, and former graduate student John Foster in her course on American social policy. The simulation stresses the budget process and consequences of various spending decisions.

- **Latin American politics**—students represent various interest and power groups in an imaginary Latin American republic—such as political parties, the military, students, and a dictator—in a simulation designed and used by Gary Wynia.

Presidential campaigns, foreign policy decision-making, and world politics are subjects of other simulations used in the department. Some of the early developmental work was partially supported by the University's Educational Development Program and Council on Liberal Education Small Grants Program.

Some simulations are carried out in one or two sessions of three to four hours each, others run once a week for an entire quarter. Students often have a choice between participating in a simulation and writing a paper. Although some students enroll in a course expressly because it includes a simulation, others are reluctant to try such an experiment. For example, only 20 of the 60 students in Wynia's recent Latin America course elected the simulation. On the other hand, those students who do participate quickly get into the swing of things. A student representing a Soviet-like country in the arms negotiation simulation once broke things up by loudly banging his shoe on the table. A graduate student observing the Latin America simulation could not convince participants that she did not represent the CIA.

Participants say they learn much about the experiences of those whose roles they play. But the real value of the simulations is in the discussions which come after. Students and faculty analyze the outcomes and the factors which contributed to them—rules of the game, group dynamics, personalities, and other variables.

The verdict on the effectiveness of simulations as a teaching tool is still to come in. Walcott and Gray last year found that students who elected the simulation in her course earned no better grades for the course than students who instead did a paper. They did, however, rate the instructor significantly higher on the course evaluation, a sign that they liked the experience. Walcott suggests that students may learn things through simulations—bargaining skills, for example—that exams do not measure.

Simulations which involve no more than ten or fifteen students can be run in the department's small

but well-equipped simulation laboratory, where activities can be audio- and videotaped. Tapes can be used both in the participants' post-game analysis and by Walcott, Hopmann, and others interested in research on small group dynamics. (Small group dynamics are an important part of many political processes—negotiations, committees, government agencies, courts, and more—and Walcott said research by political scientists in this area is increasing.)

To date only one of the Minnesota-developed simulations has been published, but with some re-writing, Walcott says, others could be. He is currently writing a monograph for the APSA on how to develop simulations, and has consulted with several Minnesota colleges helping them to do just that.

• **Media uses.** A small but active group of department members has experimented with the production and use of instructional films, tapes, and other audiovisual materials.

Legislative film. Department members Charles Backstrom and Richard Blue and graduate assistant James Morrison have collaborated on a film, to be completed shortly, which shows the legislative process at work. The film focuses on two Minnesota legislators: one a veteran conservative from a rural area, the other a first-term urban liberal. Doing their own interviewing and camera work, the political science people filmed their subjects in legislative session, committee meetings, caucuses, and other activity, and back in their districts. The film, produced with help of a grant from the University's Media Production Fund, will be used as part of the orientation for legislative field work students and in other courses. There is talk of producing other films if time allows.

Overhead transparencies. Morrison also is working with Roger Benjamin, August Nimtz, and Gary Wynia to produce a series of overhead transparencies presenting concepts and structures which relate to political development. One set, for example, might graphically illustrate the disparity between populations of various countries and the amount of resources they consume. The transparencies will be used in a large number of courses on political development and developing nations. Work is supported by the Media Production Fund and Small Grants Program.

Videotapes. Samuel Kernell supplements his lectures with videotapes he helped produce while at the University of California-Berkeley. The tapes feature members of Congress and other Washington figures being interviewed on a variety of themes, such as the effect of the seniority system. He doesn't

want video materials to "intrude on the classroom;" instead he arranges for University Media Resources to show them outside regular class hours.

Film-oriented course. Benjamin, Blue, and Morrison developed a film-oriented approach for a fall quarter course on political change in developing nations. For the first two weeks of the course, students were immersed in films produced by members of third world societies depicting social problems or expressing certain values and ideologies. Only after the film experience did the instructors begin to lecture, presenting statistical material and conceptual models designed to help students organize and analyze the film material. The course ended with students taking part in simulations based on development questions.

Those who taught the course say some modi-

'Continuity,' not innovation

"Teaching in this department is characterized by continuity, rather than innovation," according to Robert Eyestone. One reason he thinks this is so is that course content has not been standardized; each time a course is offered, its instructor is free to rethink the approach, select texts and other materials, and, in effect, redevelop the course itself. Thus, he suggests, energy and attention that would otherwise go into developing innovative teaching techniques goes instead into development of the course itself.

fications will be made when it is taught again. Fewer films will be used, and a greater ratio of discussion time allotted. To help students view the films analytically, a set of questions will be presented in advance. But even without those improvements, the approach rated high marks both from the instructors and on student course evaluations.

Blue said that in a political-development course such as that offered fall quarter, film helps to overcome the initial biases of students toward third world people and societies, which they often consider unsophisticated or "maladaptive." Through films, "students come to identify with the people and the problems they are trying to solve," and see societies in the light of those problems. He also called film "a very powerful way to express ideologies." Referring to films seen in the fall quarter course, he noted that "the filmmakers' perceptions or constructs of reality may be inaccurate, but they

are real." Film brings that reality home to the student.

He said students were somewhat overwhelmed by the many points of view expressed in the films used fall quarter. They found the experience "chaotic, stressful, ambiguous" — not unlike social change itself, and therefore instructive. In discussions and later during lectures, they asked questions "designed to simplify and clarify (their experience)... they were demanding concepts, abstractions." By contrast, he noted, an instructor usually has a hard time convincing students of the value of generalization and abstraction.

Blue, the department member most closely identified with instructional use of media, said his interest extends beyond its application to political science. He has worked on a number of media projects outside the department and currently is on leave to work with the U.S. Agency for International Development, where part of his work includes use of videotape and other media. Blue and Morrison are coauthors of a guide to films on political development, to be published soon.

• **Field work/internships.** Although field work opportunities are no longer rare, few departments offered them earlier or have maintained more rigorous standards than Political Science. Arthur Naftalin, former department member who later became Minneapolis mayor and is now a member of the School of Public Affairs, developed a field work course during the mid-1940's in which students worked with candidates for the state legislature or with political parties. Today, the department offers a three-course field work sequence, participates in formal internship arrangements in which students earn pay as well as credit, and offers individual directed field study opportunities. Charles Backstrom now handles most of the department's field work efforts.

The idea of involving students in actual political activities was so unheard of at the time that it was written up extensively and Naftalin was called upon to speak at conferences around the country. Initially, he had to convince skeptics that field work could be an academic experience and that the course could be offered in a nonpartisan manner. Soon a national organization, the Citizenship Clearinghouse, was created to promote the idea. The clearinghouse, which became the National Center for Education in Politics, passed from the scene several years later when field work had become an established idea.

Field work courses. The department's field work courses focus on a different spectrum of political activity each quarter. In the fall, students observe

the campaign and election process by working with a candidate for office, usually at the legislative or aldermanic level. The student generally has a specific responsibility in the campaign but for the course also must prepare a paper analyzing the overall circumstances including current and historical political behavior of the area, campaign strategy and organization, and the like. (All field work students must attend a weekly seminar and write a paper, upon which the grade is based.)

The second field work course focuses on the legislative process. Students serve as aides to legislators, observing relationships with colleagues, constituents, and others, and viewing the legislative process as nearly as possible through the eyes of the legislator.

The spring quarter course centers on local government, which the student observes by working with an elected local official, often a mayor or alderman.

Paid internships. The department has a formal intern arrangement with the state legislative research department, the Minnesota Republican party, and two members of Congress (Reps. Donald Fraser and William Frenzel). Students are paid by those offices for fulltime work and earn academic credit for learning in connection with that work. Intern candidates are screened by a faculty/student committee, then interviewed and selected by the office hiring them. The Congressional assignments, in Washington, D.C., are for one quarter, those with the state legislature for two. Since the work is full-time, students must extend their college career or attend summer sessions to complete other coursework.

Directed field study. Directed study can be arranged for an individual student who wants to do a project for which no regular course is being offered. Backstrom advises many such students, as do other members of the department.

Hard work, few credits. Students receive four credits for one quarter of field work, and may earn only eight field work credits in political science during their college career. No credit is given solely for experience. To merit academic credit, said Backstrom, "the student must integrate field experience into systematic, academic knowledge about the political system." It is to ensure that that process takes place that the department requires a paper and weekly seminar attendance as part of every field work project.

Students often complain about the amount of work required for so few credits, believing that other departments and institutions sometimes award more credit for less work. Some agencies also

pressure the department to grant more credit, knowing it would attract more interns. In the view of the department, however, awarding fifteen credits for field work, as some units do, is "scandalous," Backstrom said. "That's half a major. We don't let people major in internships."

Further, he said, the department opposes the idea that students should be rewarded merely for personal growth resulting from a field experience. "We expect that students will have some personal growth during their college career. If we want to give them a grade for it, let's do it and call it personal growth. But let's not call it political science."

Backstrom noted that field work is an expensive form of education, involving small classes, lots of detail work, and long hours for the instructor reading papers and, in his case, observing interns in campaigns and at the legislature. (Enrollment in the field work courses is about twenty students each quarter; there are twelve students in the paid intern program each year.) He said the department has reviewed its program several times and still believes it has the right approach, long hours, stringent requirements, and all.

• **Data analysis labs.** Much of the study of political processes requires familiarity with various kinds of data. Several department members were involved during the 1960's in a project to develop an approach to teaching quantitative data analysis to political science students.

Under grants of \$50,000 each from the U.S. Office of Education and the National Science Foundation, eight laboratory manuals were developed

for use with specific types of political science courses. Each presents in raw form the same basic data used in texts for the course and aims to teach students to manipulate the data themselves. According to William Flanigan, an originator of the project, students come to understand what textbook authors have done with data in ways they otherwise would not.

At the same time, the manuals aim to prepare students to do some independent research using available data. Within a single-quarter class term, Flanigan said, a student can reasonably be expected to pursue one original, interesting research topic. The month or so spent learning to handle the data "is not endless joy" for either students or faculty, he allowed. But the alternative is usually to have students collect their own data, which often results in faulty information and requires the student to spend too much time collecting data and too little time analyzing it.

Flanigan said evaluation has shown that use of the manuals increases interest of some students and decreases that of others (an effect similar to that of science course labs, he suggested). He added that the manuals have proved difficult for instructors to use, and must be updated every few years.

Few of the manuals are still used here, although Flanigan uses the one he developed for teaching public opinion and voting behavior. Most have been published for national distribution. In addition, APSA is now distributing teaching materials similar to those developed here, prepared by a former department member and a former graduate student, both of whom helped develop the original manuals.

'Maintenance is a very difficult task'

"It sounds like a cliché, but I think we have made a conscious effort to find a middle ground among various possible ways of doing things," says Political Science department chairman Thomas Scott.

"One can rate a department on many different continua. Some recruit prima donnas, some play the Mr. Chips role and sit and drink coffee with undergrads all day. Some are highly involved in politics, running to Washington all the time,

others are isolated in an ivory tower. Some are oligarchically controlled, some are in a state of anarchy. . . . I could go on and on.

"I can cite examples of all of these around the country if not here at the University. We (the department) wind up in the middle on most, more or less consciously so. We let faculty do their own thing on teaching and research, and yet have enough control to have a coherent program, recognizing our responsibilities to a variety of com-

munities. We are interested in our students, yet live up to our responsibilities in scholarship.

"That doesn't sound very exciting, but I really think it is what we have tried to do. . . .

"The department grew and changed quite a bit in the 1960's, and for the past six or seven years has been solidifying its gains, hanging on to what we've got, which is harder than getting it in the first place, just as courtship is easier than marriage. . . . I really have come to believe that maintenance is a very difficult task."